

Child Welfare Emergency Services Proposal for Davenport Service Area October 1, 2008

¹Emergency Services Planning:

Iowa Department of Human Services requested DHS service areas to develop an Emergency Services Plan by October 1, 2008. The goal of the initiative is to determine how to reduce utilization of guaranteed shelter beds by creating an emergency services plan.

In response to the DHS state wide initiative, Davenport Service Area Decategorization facilitated three meetings with the following committee members: Davenport Service Area SAM Denise Gonzales, 7th Judicial District Chief JCO Scott Hobart, 8th Judicial District Chief JCO John Wauters, DHS Contract Manager Kelly Noble, President of Family Resources Cheryl Goodwin, Vice President of Family Resources¹, Mary Macumber Schmidt, Decategorization Coordinator Kyla Rasche and Director of Scott County Kids Marcy Mendenhall. The team focused discussions on who is using shelter beds and how emergency services are currently delivered in Davenport Service Area. The outcome is a plan on how Davenport Service Area will improve services to youth who are in crisis.

Group Process:

As we began this project, team members reviewed current service area wide data and best practice models. Best practice research review states that shelter services should be used only after all other placement resources have been exhausted for the youth. If shelter care is necessary, it should be utilized as a short term option.

The committee reviewed the community resources in the Davenport Service Area concerning the shelter options for system and non-system youth. In May 2008, Scott County lost an important community service. John Lewis Community Services (JLCS) closed their "Safe House" where non-system youth who had runaway or been kicked out of their home could stay for up to two weeks. The program worked with youth and family supports to deescalate family situations and return the youth home within the two week timeframe. John Lewis Community Services provided Youth Transitional Housing through a HUD federal grant. This program provided independent living arrangements to non-system youth for a maximum of two years. However, this program closed on September 15, 2008. The closing of these programs were a great loss to our community. They served as a valuable community resource to place non-system youth. This closure has directly impacted utilization of the Kinsman Shelter in Davenport by increasing the number of drop offs for shelter services by area law enforcement.

¹ Family Resources is currently the Davenport Service Area contract provider for Shelter Care, Congregate Care, Family Safety Risk and Permanency Services, Safety Services, and Decategorization contract holder of Brief and Intensive Services in Scott County.

Community resources have been solicited to determine the needs of Quad City (Scott County Iowa and Rock Island County Illinois) homeless youth. The preliminary plan is to develop a drop in shelter located in Rock Island, Illinois for all youth in the Quad Cities who are unaccompanied and do not have a safe place to stay. While the details of the drop in shelter are still emerging, this plan will not ²have significant impact on Scott County or the rest of the service area since most youth dropped off by law enforcement are usually related to some form of domestic situation or minor crime.

United Way of the Greater Quad Cities Area is a community resource determined to assist in emergency services through the funding of Crisis Intervention Services which is implemented by Family Resources Inc. in Scott County. This program was developed to assist law enforcement in dealing with troubled youth and families that they come in contact with as part of their regular patrol duties. It was eventually expanded to include hospital personnel who also encounter troubled youth in the context of emergency mental health evaluations. In these cases, youth are brought to the emergency room by family to have their mental health evaluated based on out of control behavior experienced in the home.

At times, families encounter conflicts that can escalate to the point that an intervention is necessary. Over the last several years, crisis intervention is called when situations arise such as; children running away and either party refusing to work things out upon return, physical altercations and issues regarding parents and children respecting each other. The Crisis Intervention Program continues to see a rise in parents asking and demanding to have their children detained or placed in a shelter as a quick resolution to their conflict. We know this is not the best response to a crisis and the police are not the best resource to assist a family through safety planning and mediation of the event that caused the escalation.

Through Family Resources Crisis Intervention Program, police officers and other social service personnel (i.e. DHS Workers, Juvenile Court Officers) are able to disengage from the crisis and return to other duties more quickly by engaging a Crisis Intervention Worker with the family in crisis. Crisis Intervention assesses the nature of the crisis and provides immediate de-escalation and conflict resolution. A safety plan is developed and the family is provided additional community resource referrals and supports. The main goal is to keep the family intact with safety measures in place. If the crisis worker assesses that the child is at risk if returned home, then options are explored with the family placing the child with a family member or a family friend until the immediate issues can be resolved.

Crisis Intervention encounters families that are either “system involved” or “non-system involved.”

Please review the following flow chart to of how the system works currently.

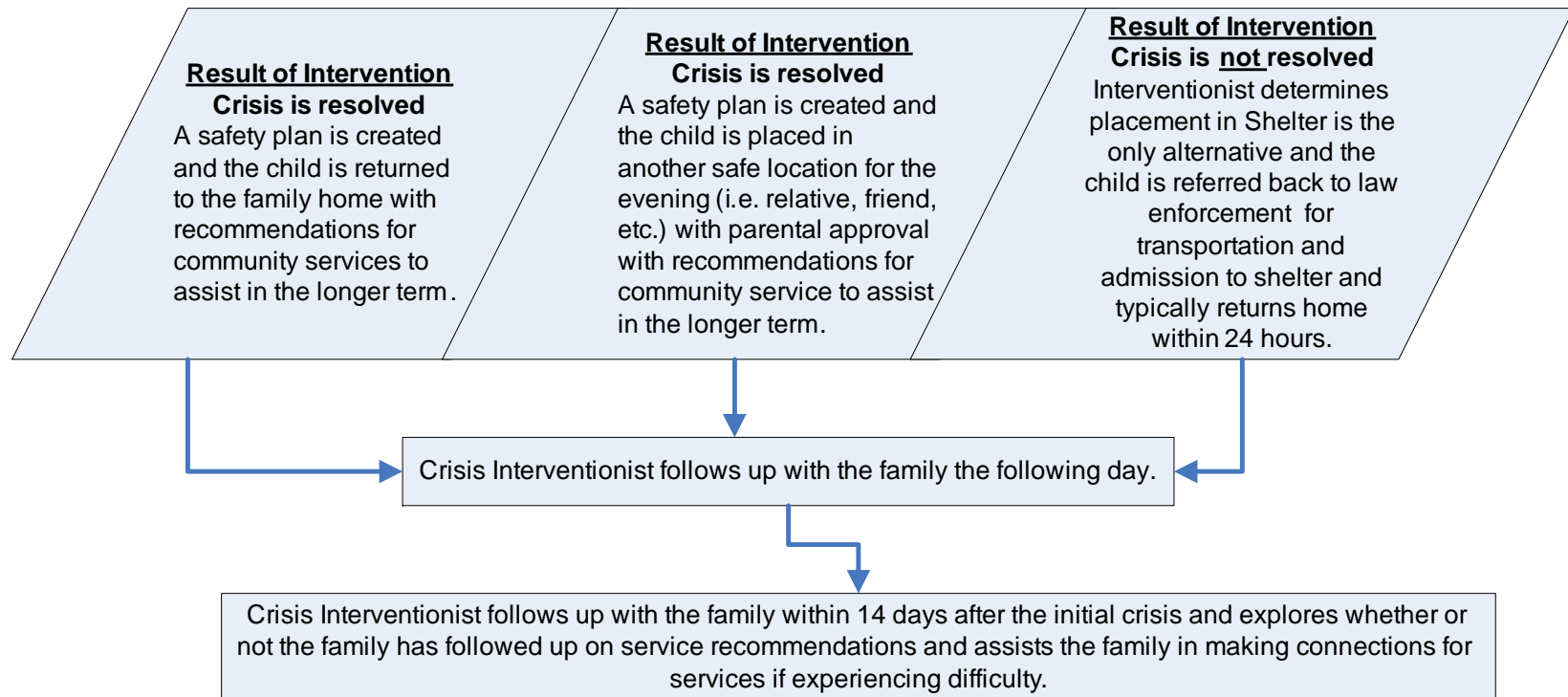
Current Case Flow for Non -system Involved Youth and Families

*This program is funded by United Way

Law enforcement or hospital personnel initiate call to the Crisis Interventionist (CI) seeking assistance to address a family in crisis.

Crisis Interventionist is dispatched to the police department or hospital within 1 hr. (average response time is approx. 30 min).

Crisis Interventionist (CI) begins to work with the family through the crisis.



Current Population Served:

The group reviewed the population and utilization of shelter care to include three year trend data, as stated below, demonstrates the usage of shelter beds in Davenport Service Area.

Number of Children in Shelter FY 2006

	Cedar County	Des Moines County	Henry County	Lee County	Louisa County	Muscatine County	Scott County
DHS	2	43	6	20	12	16	102
JCS	0	6	4	24	0	13	12

FY 2007

	Cedar County	Des Moines County	Henry County	Lee County	Louisa County	Muscatine County	Scott County
DHS	0	13	4	22	4	17	104
JCS	0	8	0	12	3	3	15

FY 2008

	Cedar County	Des Moines County	Henry County	Lee County	Louisa County	Muscatine County	Scott County
DHS	0	6	7	19	7	8	35
JCS	0	11	1	8	0	3	24

*DHS provided data

Even with significant reduction of DHS usage of shelter beds in 2008, the group deemed it critical to continue the descending shelter bed trend. This data does not account for the number of youth placed by law enforcement that are non-system involved at the time of their placement. In addition, the committee viewed the breakout data provided by Family Resources, see chart below. It is apparent that DHS and JCS have made gains on providing alternative arrangements for youth in crisis such as alternative placement and returning the youth to their home. **However, law enforcement staff is increasing their use of shelter care, especially in Scott County, the largest county within the Davenport Service Area.** There are several reasons for the increasing usage of shelter beds which will be discussed later.

Family Resources provided specific data regarding Kinsman Youth Emergency Shelter, referral sources and the Crisis Intervention Program instituted in Scott County. It must be mentioned that Kinsman Shelter is not the only shelter receiving youth from the Davenport Service Area. In some cases, other shelters are selected by the referring agency based on location from the youth's home, the likelihood the youth will be entering a higher level of care and is placed within close proximity to that placement, or the need for the youth to be placed out of their home area to avoid elopement.

Kinsman Youth Emergency Shelter (KYES)
Law Enforcement Referrals and Referrals from Crisis Intervention Program

	FY 07 7/1/06-6/30/07	FY 08 7/1/07-6/30/08
Crisis Intervention Data		
Family Resources Crisis Intervention calls	96	86
Family Resources Crisis Intervention calls resulting in placement at KYES	13 (14% of calls)	12 (14% of calls)
Law Enforcement Admissions		
Admissions	163	150
Admissions initially placed by Law Enforcement; later determined a "system kid"	19	63
"Non-system" admissions by Law Enforcement	15 (9% of all KYES admissions)	36 (24% of all KYES admissions)
"Non-system" duplicate admissions placed by Law Enforcement	2	6
# of referrals from Law Enforcement around the announcement of the closing of the John Lewis Safe House for youth between 5/22/08-7/3/08		14 <ul style="list-style-type: none"> • 2 from out of state in transition • 9 as a result of aggressive behavior • 3 as a result of frequent runaway
# of referrals from all sources (DHS, JCS, Law Enforcement, Self, etc.) *total of 16 referrals NOT resulting in admission	175	154
Davenport Service Area	95 <ul style="list-style-type: none"> • Scott 63 • Cedar 0 • Muscatine 7 • Louisa 1 • Henry 1 • Des Moines 7 • Lee 16 	39 <ul style="list-style-type: none"> • Scott 20 • Cedar 0 • Muscatine 4 • Louisa 2 • Henry 1 • Des Moines 4 • Lee 8
Dubuque Service Area	19	21
Waterloo Service Area	2	1
Cedar Rapids Service Area	7	2
Des Moines Service Area	1	0
Juvenile Court Services	30 <ul style="list-style-type: none"> • Scott 22 • Cedar 0 • Muscatine 0 • Louisa 1 • Henry 0 • Des Moines 0 • Lee 6 • Other 1 	26 <ul style="list-style-type: none"> • Scott 10 • Cedar 0 • Muscatine 2 • Louisa 2 • Henry 1 • Des Moines 2 • Lee 4 • Other 5

After reviewing the data, it was evident that the Crisis Intervention Program, at Family Resources, had an 86% success rate of deterring youth from entering the shelter. The group felt compelled to reinvest the guaranteed shelter beds dollars in the Crisis Intervention Program. It is a proven emergency service that already exists in Scott County. The group determined the program is easily duplicated in other areas of the Davenport Service Area to assist law enforcement and hospital personnel in addressing youth and families in crisis.

Proposed Shelter Care Reduction Plan

- One shelter bed will be decreased in the Davenport Service Area.
- Approximately 130 new crises intervention calls will be serviced in the Davenport Service Area.

Proposed Target Population:

- Target Population: The project is designed to provide services to young people (ages 10-17) by diverting them from the criminal justice or child welfare systems. These children/youth served will not have current involvement with the DHS/JCS systems.

Proposed Target Areas:

- Scott County
- City of Muscatine
- City of Burlington
- City of Ft. Madison
- Other rural areas of the service area as needed

Local Approach

Crisis Intervention Solution Overview:

The Crisis Intervention Program, as implemented in Scott County for the last seven years, has proven to be effective in diverting youth from the DHS/JCS systems. The planning group determined that this program has the capacity to fill a gap in community services not currently being addressed by any other entity or funding source. This service can provide linkages to community services maintaining children in their own homes and communities. This line of reasoning is based on historical information from the current model being implemented in Scott County.

At times, families encounter conflicts that can escalate to the point that an intervention is necessary. Over the last several years, crisis intervention is called when situations arise such as; children running away and either party refusing to work things out upon return, physical altercations and issues regarding parents and children respecting each other. The Crisis Intervention Program continues to see a rise in parents asking and demanding to have their children detained or placed in a shelter as a quick resolution to their conflict. We know this is not the best response to a crisis and the police are not the best resource to assist a family through safety planning and mediation of the event that caused the escalation.

The Crisis Intervention Program allows police officers and medical personnel and other social service personnel (i.e. DHS Workers, Juvenile Court Officers) are able to disengage from the crisis and return to their specified duties more quickly. The Crisis Interventionist

assesses the nature of the crisis and deploys immediate de-escalation and conflict resolution techniques. A safety plan is developed and the family is provided referral information on additional community resources and supports. The primary goal is to keep the family intact with safety measures in place. If the crisis worker assesses that the child safety is at risk if returned home, then alternative placement with other family members or family friends is explored with the family. Shelter care will be considered as a last resort for placement and if placed will be discharged within two days to home.

Crisis Intervention encounters families that are either “system involved” or “non-system” involved. If the family is involved with the system then the on call DHS/JCS worker is contacted to address the crisis with the family since they have familiarity with the family dynamics and can address issues more effectively from that vantage point. In the case of DHS cases, Family Safety Risk and Permanency Services (FSRP), by contract, have the role of crisis interventionist for families referred to this service. Recruitment and Retention has the responsibility for addressing crises in foster care which threaten placement disruption. For those DHS cases that are not receiving FSRP services, the on call CPW or ongoing case manager will have this responsibility. For JCS cases, an on-call officer would address those situations which did result in a serious criminal act and may possible lead to detention. Functional Family Therapy services, tracking, Supervised Delinquent Day Program are resources available to the on-call JCO in addressing the crisis. The “system” cases are not those that are the target for emergency services but are actively interconnected as a continuum of services.

In those non-system cases, Crisis Intervention Programming will be the linkage to other community services that can provide ongoing assistance and support to youth and their families. Local services that make up the community network that addresses family problems include:

- Mental health services
- Remedial services
- Faith-based services
- Community funded social services
- Housing services
- School-based services
- Recreational services
- Employment services
- Emergency financial services
- Department of Human Services
- Juvenile Court Services
- Decat services
- Family Team Meetings

Training will be provided to participating law enforcement agencies and hospitals regarding the emergency services. The Crisis Intervention Program referral protocol and service details will be shared with law enforcement and hospital personnel. DHS, JCS and Family Resources, Inc. will have joint responsibility for training.

Budget

Based on the anticipated budget of approximately \$35,000, the expanded crisis intervention program would be able to respond to approx. 130 calls and maintain 4 on-call crisis interventionists; 1 in Scott County, 1 in Muscatine, 1 in Burlington and 1 in Ft. Madison at all times.

Family Resources would seek to establish in the Ft. Madison and Burlington areas a sub-contract provider to provide the on-call crisis interventionist.

Outcomes

The following data would be gathered per county on a quarterly basis and submitted to the Department of Human Services:

- Number of calls received
- Average response time
- Number of children and families served (duplicated and unduplicated)
- Number and type of contacts made to each family
- Number of referrals made and followed through with
- Recidivism rate
- Number of youth returned home, placed in alternative arrangements and shelter (placed through law enforcement)
- Number of calls per referral source
- Type of crisis responded to

Performance Measures:

- 95% of the youth receiving crisis intervention services will return home
- 75% of the families will follow through with the referrals made by the Crisis Interventionist within two weeks of the intervention
- 90% of families will indicate satisfaction with the crisis intervention service
- 90% of youth and families will not become involved with DHS/JCS within 6 months of the intervention